

**US Army Corps  
of Engineers**

**USACE  
Fiscal Year 2005-2007  
Consolidated  
Command  
Guidance**

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**HQUSACE  
July 2004**

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## FOREWORD

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The Fiscal Year 2005 (FY 05-07) Consolidated Command Guidance (CCG) is the Command's near-term blueprint for fulfilling our Vision. It reviews our strategic planning process, provides resource guidance, and specifies corporate metrics and management targets.

In FY 04 we produced individual strategic plans for four of our individual mission areas (CW, MP, RE, and RD), plus the first USACE Integrated Strategic Plan. In the latter, we have emphasized the need to follow DoD in using a capabilities-based approach to plan for future uncertainties, the need to work closely with our partners, the need to maintain our technical expertise, and the need to continue improving our organization to meet future requirements.

In FY 05 we will continue to enhance our efforts in several areas to help implement the President's Management Agenda (PMA). This government-wide drive for a more efficient and citizen-focused Federal Government is centered on five major themes: Strategic Management of Human Capital, Competitive Sourcing, Improved Financial Performance, Expanded Electronic Government, and Budget and Performance Integration.

As part of our organizational strategic planning, in FY 04 we adopted new processes and structures to improve our teaming and program/project management. This USACE 2012 initiative emphasizes vertical teaming, enhancement of our technical expertise, and incorporating our stakeholders more closely into our project planning, while also focusing our Washington Headquarters more on strategic issues and our Division headquarters on enabling success for the Regional Business Center. This initiative is now being implemented throughout USACE.

Our greatest achievements this past year have been in support of our National Security objectives OCONUS, in Restoring Iraqi Oil, Restoring Iraqi Electricity, and a multitude of other efforts in Iraq and Afghanistan. Hundreds of our military and civilian personnel from all across USACE have supported coalition operations and reconstruction efforts in Afghanistan and Iraq, with hundreds more supporting them from within CONUS through reach-back capabilities. Responding to the reality of an existing large workload in the CENTCOM Area of Responsibility (AOR), we have established a Division office and four district offices. In the expectation that requirements like this may recur, we must plan for improved procedures and greater efficiencies, so that we can be even more responsive if called upon in future years.

Like the rest of the Federal Government, DoD, and the Army, we must continue to transform ourselves to make the Corps more agile, flexible, responsive, and innovative in the future. We must pay increasing attention to the needs of our stakeholders, whether Federal, non-federal, or international, whether in our missions of military programs, civil works, or research and development. We must remain focused on helping those we serve to succeed in reaching their goals.

**ESSAYONS!**



CARL A. STROCK  
Major General, USA  
Commanding

**FY 05 CONSOLIDATED COMMAND GUIDANCE**

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# INTRODUCTION

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## GENERAL

The Consolidated Command Guidance (CCG) summarizes USACE's strategic direction, resource guidance, and performance requirements for the upcoming fiscal year and outyears. The Strategic Readiness System (SRS), Command Management Review (CMR) and other types of performance review sessions (e.g., Command Staff Reviews) provide mission execution feedback to USACE Commanders.

## USES AND ORGANIZATION OF THE CCG:

1. The FY 05 Consolidated Command Guidance is a major command-level document that outlines USACE resources, procedures, and measures to monitor mission execution. This document:

- a. Links the Corps Strategic Vision and the command-wide corporate strategic focus areas to mission resourcing and execution: Chapter 1.
- b. Provides resource guidelines and guidance available to the Corps: Chapter 2.
- c. Establishes the FY 05 Performance Execution targets and the SRS guidance and CMR indicators: Chapter 3.
- d. Documents as guidance the SRS balanced scorecard goals that we have chosen as our strategic change goals as outlined in our progress with the President's Management Agenda.

2. Consolidated Guidance will be used by HQUSACE to:

- a. Transmit changes in Manpower and Budget Guidance as required.
- b. Establish mission execution visibility and accountability at operational levels: the Regional Business Centers (RBCs), the Engineer Research and Development Center (ERDC), and the Field Operating Activities (FOAs).

3. Major Subordinate Commanders, District Commanders, ERDC Commander, and FOA Directors are expected to use the CCG to help them establish:

- a. Organizational goals, objectives, plans, operating budgets, schedules and milestones to support the Corps' Vision.
- b. The structure to provide a free-flow of data and information throughout the Command and HQUSACE.

## FY 05 CONSOLIDATED COMMAND GUIDANCE

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# CHAPTER 1

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### USACE STRATEGIC PLANNING IN ITS LARGER CONTEXT

USACE is an Army Major Command assigned mission responsibilities in multiple areas. We are an integral part of the Department of Army and the Department of Defense, and follow strategic guidance issued by our higher authorities. Reflecting the dramatic changes in political, military, and economic conditions since the end of the Cold War, and particularly since September 11, 2001, the President, the Department of Defense, and the Department of the Army have each prepared and published major policy guidance documents that affect USACE and focus our strategic planning.

The most fundamental of these documents is the National Security Strategy (NSS), which is a Presidential statement applicable to all Federal agencies. The NSS contains seven strategic tenets that succinctly summarize its content (see Figure 1) and are to be used in developing and implementing U. S. policies across a broad spectrum of activities. Several of these are directly applicable to USACE missions and we have adopted them in preparing our first integrated strategic plan (see more below). Similarly we have adopted and adapted DOD policies on employing mixed Army/Navy/Air Force/Marine teams as we move to our own planned environment of cross-functional teams.

#### NSS Strategic Tenets

- Managing Risks
- A Capabilities-Based Approach
- Defending the United States and Projecting US Military Power
- Strengthening Alliances and Partnerships
- Maintaining Favorable Regional Balances
- Developing a Broad Portfolio of Military Capabilities
- Transforming Defense

Figure 1.

### USACE IN THE GLOBAL WAR ON TERRORISM

During FY 04, USACE has also been tasked with its largest efforts in support of U.S. forces and objectives overseas, since the years immediately subsequent to World War II. In the aftermath of the war in Iraq, our budgeted annual workload is up by more than a third. To execute this important and intense mission, we have set up a new USACE division in Iraq, supported by three districts, plus another district in Afghanistan, all in uncertain security conditions. These organizations have been, and

will continue to be, staffed with hundreds of volunteers from across USACE, and is programmed to be a temporary organization, matched to the duration, nature, and size of this special workload. Although this specific mission is to be short-term, it is prudent for USACE to consider the possibility that other similar missions may also emerge in future years.

## **National Security Personnel System**

In parallel with changes in Defense Department global missions, the Congress has also approved a National Security Personnel System designed to make DOD more flexible in a faster-changing world. Once in place, this new system will allow additional management flexibility in structuring and employing its workforce, and will affect each of us. We will need to adjust our workforce planning to utilize the capabilities of this new system, just as we attempt to adjust for anticipated future workload.

## **USACE 2012**

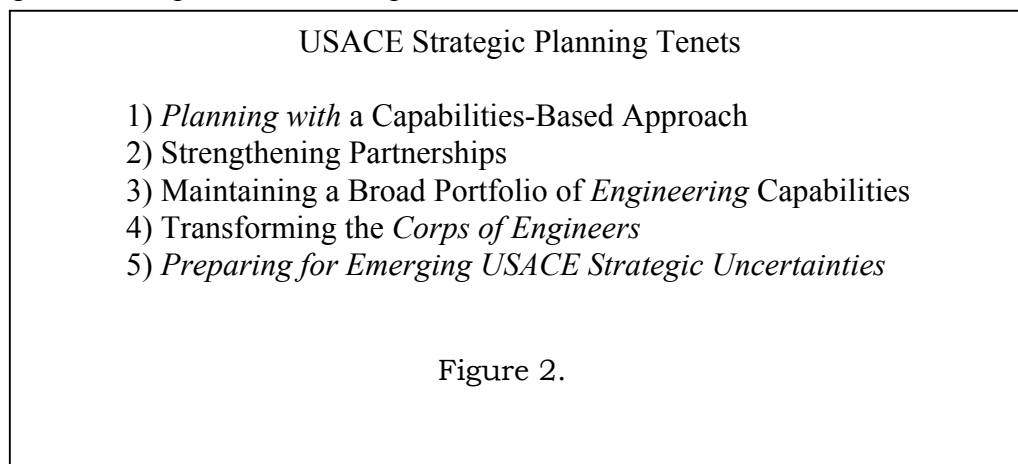
Before and during FY 04, USACE has been engaged in serious organizational planning for our future. In the process, we have expanded the application of cross-functional Project Development Teams (PDTs) to include now the way we will be structured for performing our “Executive Development and Management” (ED&M) functions in our Washington and Division headquarters. In a concept that is akin to the joint Army/Navy/Air Force/Marine combat teams, our headquarters personnel have been prominently organized into long-term cross-functional teams that are designed expressly to support regional and district programs and projects. Other changes include the nationalization or regionalization of certain functions, and a new approach to sharing and enhancing our technical knowledge and skills within our separate specialties. This combination of new structures and processes is aimed at streamlining our ED&M functions to meet the requirements of our many stakeholders in an evolving world, and at further transforming USACE into a true learning organization.

The development of USACE 2012 has followed all three strategic themes of the USACE Campaign Plan: People, Process, and Communication. By mixing and matching our ED&M functional specialists on a long term basis within cross-functional regional and district integration/support teams we will further developing their capabilities of our people, employing new streamlined processes, and greatly increasing the level of interaction and communication between people of different skills and experiences.

## **Strategic Plans**

This past year, for the first time, we have prepared four mission-area Strategic Plans and an Integrated USACE Strategic Plan. These plans focus on the desired outcomes of our programs, and on our projections of future trends in those areas. The Civil Works Strategic Plan is (and has been) prepared as a response to the Government Performance and Results Act (GPRA) of 1993. The other plans have been prepared at USACE initiative, to better prepare ourselves for the future and to communicate our future thinking to our stakeholders.

from the National Security Strategy, plus an additional one reflecting future strategic uncertainties that appear as potential developments (See figure 2). This integrated USACE strategic plan will be published as a separate, succinct document.



## THE USACE STRATEGIC MANAGEMENT PROCESS

In the past year, we have made only modest changes to the USACE Strategic Management Process. The major new departure has been the preparation of the mission-area, outcome-focused strategic plans, and an integrated USACE strategic plan. Overall, USACE senior leaders continue to try to balance the principles of sound internal strategic management, as applied in the private sector, with the requirements of a public sector agency influenced by several key governing cycles: those of federal appropriations on a annual basis, congressional elections every two years, and presidential elections every four years. In addition, USACE responds to several different external centers of authority, in the Administration, in the Pentagon, and in the Congress.

In order to dovetail with the four-year command cycle for the Chief of Engineers, USACE strategic planning and management needs to combine long-term planning with shorter-term strategies and actions, and to link our budgeting decisions to the planning effort. The optimal long-term planning effort for USACE would commence at some point in the middle of each Chief's tenure, to lay the groundwork for strategic decisions by the next Chief. This effort would culminate shortly after the change of command, when the new Chief would review strategic recommendations for applicability to his new responsibility. Then, during his first six months, the new Chief would incorporate the results of this long-range planning effort with his current imperatives to refresh the USACE Vision and adopt the major initiatives to be emphasized during his tenure. This approach is designed to make the strategic management process an established routine recognized by Corps leaders as effective, fair, efficient, and forward-looking.

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From the standpoint of strategic management, the remainder of each Chief's term would involve the implementation, measurement, and fine-tuning of his strategic initiatives. This process would then partially overlap with the initiation of the next long-range planning effort. This year, FY 04, represents the fourth year in this four-year command cycle. Thus, we will focus on strategic continuity and preparation for the transition to the 51<sup>st</sup> Chief of Engineers.

To complement formal USACE strategic planning it is imperative for all USACE leaders to "manage strategically" in their day-to-day activities. The eight (8) designated structural components of the SMP are described and discussed below.

- Issues Management Board (IMB). This body consists of the assembled HQUSACE General Officer and Senior Executive Service members who are stationed at HQUSACE. The purpose of the IMB is to discuss, and/or make recommendations on, strategic issues of significance to HQUSACE and major operational issues. The IMB was chartered to establish a structure and process for our HQ SES and GO members to jointly engage in strategic dialogue.
- The Command Council (CC). This group consists of all HQ GOs, all MSC and Center Commanders, plus six SESs (currently three from HQUSACE and three from the MSCs). Their purpose is to address strategic issues and make recommendations to the Commanding General (as CC chair). Many of the members have selected an Emerging Leader Program graduate to serve as a personal staff assistant for the Command Council.
- Command Management Review (CMR). The CMR is a quarterly meeting in which all HQUSACE Staff principals meet jointly with all MSC Commanders to address measures of operational efficiency and effectiveness. These measures are portrayed and compared across all MSCs to depict a Corps-wide status report that identifies areas for improvement and promotes sharing of best practices. The CMR now is often held by VTC, in order to minimize travel requirements. CMR charts are posted on the USACE INET web site: <http://www.usace.army.mil/inet/functions/rm/business/cmr.htm> Although we strive for stability in CMR measures, there is generally some change in measures through the year (see Chapter 3 of this document for guidance on recurring CMR measures).
- Senior Leaders Conference (SLC). The SLC is an annual conference held (typically in the late summer) that brings together all USACE SESs, MSC and Center Commanders, HQUSACE Staff Principals, and FOA Directors. This conference constitutes an annual senior level working session at which strategic issues are briefed, discussed, and worked. It is through this milieu that the Commander is able to ensure focus and clarity of senior leadership with regard to his key strategic initiatives.



- Emerging Leaders Conference (ELC). Conducted concurrently with the SLC, the ELC is an annual conference held for a group of competitively selected mid-level USACE personnel. This conference has been designed as a combined educational and networking opportunity.
- District Engineers Conferences. Twice annually the USACE District Engineers meet to address strategic issues, exchange lessons learned, make recommendations to the Commander, and receive his guidance. First, typically in the fall/winter, the District Engineers assemble in Washington, D.C., for a two-day session of corporate updates, strategic dialogue, and face-to-face idea exchanges with the Commander. In the spring, they travel to Ft. Leonard Wood to join with MSC Commanders, SESs, HQUSACE senior staff, and the other members of the Engineer Regiment to focus primarily on project and policy updates and team building events. Although this spring session at Ft. Leonard Wood is not a USACE-only event, it is a recurring opportunity to coalesce the energy of the USACE headquarters and field leadership.
- Command Strategic Reviews. This is the updated name for the series of Command visits to MSCs that the Deputy Commanding General and the HQUSACE staff principals conduct to exchange information and viewpoints about the regional level implementation of the Strategic Vision and strategic transformation at the regional level. Most recently, the agenda for these visits has been structured around the three strategic goals of People, Process, and Communication.
- Consolidated Command Guidance (CCG). This annual guidance document strives to issue both the strategic and tactical guidance required for major and recurring matters of significance Command-wide. This document is provided in hard copy as well as on the INET home page: <http://www.usace.army.mil/inet/functions/rm/business/ccg.htm>

Organizational strategic planning must take into account and adapt to both internal and external imperatives. Internally we have recognized the need to better nurture and manage our people, to improve our internal processes, and to communicate more effectively with our own people and with our external stakeholders. Externally, it is clear that significant changes in the domestic and international environment will continue to impact our future in ways that will never be fully predictable. We must plan to be flexible enough to adapt to whatever impacts come our way.

## **RELATIONSHIP OF THE CCG TO PUBLIC LAW**

The CCG is built on a clear and modern foundation of public laws. The six pillars of management in the U.S. Government noted below are dynamic, fully implemented by most Government organizations and directive in nature for all U.S. Executive Agencies. Our CCG and, indeed, our entire existing—and future—USACE management organization must answer to these Federal mandates. It follows then that our CCG must be fashioned so as to carefully reflect each of the following six overarching Public Laws for management.

- Federal Managers' Financial Integrity Act of 1982  
(Public Law 97-255)
- Chief Financial Officers Act of 1990, (CFO)  
(Public Law 101-576)
- Government Performance and Results Act of 1993, (GPRA or Results Act)  
(Public Law 103-62)
- Government Management Reform Act of 1994  
(Public Law 103-356)
- Paperwork Reduction Act of 1995, (PRA)  
(Public Law 104-13)
- Clinger-Cohen Act, (formally referred to as the Information  
Technology Management Reform Act [ITMRA])  
(Public Law 104-106), 1996

The relationship of our USACE CCG to each of these is briefly summarized in Annex A.